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Het laatste kwatier; gelijke kansen in Groninger onderwijsbeleid in de jaren 1975-2000.

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Document Version

Publisher's PDF, also known as Version of record

Publication date:

2004

[Link to publication in University of Groningen/UMCG research database](#)

Citation for published version (APA):

Bruggencate, B. H. T. (2004). Het laatste kwatier; gelijke kansen in Groninger onderwijsbeleid in de jaren 1975-2000. Groningen: Koninklijke Van Gorcum.

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ator of dat ook bij iedere leerling
len af als de startkwalificatie niet

epalen groep een baan op de arbeids-
door de overheid gegarandeerde baan.
dit plaatsvindt.

hankelijk instituut dat analyses maakt
eel niveau bij de scholen, zodat zij
n om groepsgewijs of via maatwerk
n.

an het onderwijsstelsel. Ik ben er een
verheid dat regelt in heldere wetgeving
odderen of onduidelijk dan is het aan de
te stad of een regio om daar afspraken
ik dan bij uitstek de instantie die het
afspraken maakt. Wel stel ik voor om
aat te ontwikkelen dat er geen samen-
én school plaatsvindt. Dat is namelijk

orden al snel grote veranderingen
n en ploeteren we met veel 'trial and
edoelingen. Zie bovenstaand pleidooi
in het onderwijskansendebat. Maar
ch geladen pragmatisme om voor het
n kleine stap voorwaarts te maken.

Summary

The last quarter, equal opportunities in the educational policy of Groningen in the years of 1975-2000

This book describes the results of a study of the educational policy of the municipality of Groningen over a period of twenty-five years, from 1975-2000. Groningen, situated in the north, is the eighth largest city of the Netherlands with about 170.000 inhabitants. This study chose Groningen because the municipality was well known for its very active educational policy. Consequently, it could be considered an example of good practice. The description, the first goal of the study, focuses on the policies regarding equal opportunities. The second goal is to relate the description to two dimensions of policy making: the educational and the political-governmental. As its third goal this study evaluates the ideological steering and founding of the policy of equal opportunities on those two dimensions. It seeks to determine whether ideology played a main role in setting the course of the policy of equal opportunities. In line with this third goal, the study presents the central reasoning in comprehensive educational policy. This reasoning follows the line from ideology to the educational practice influenced mutually by communication processes and the organisational infrastructure. Furthermore, this study supposes that it will contribute to the framing of theories of: 1. equal opportunities, 2. municipal policy-making and 3. historical-sociological research. And it will give practical insight and data for other municipalities, policy-makers, schools, et cetera.

This study considered that most of the scientific work in sociology is too fragmented and too specialized. It is time to use more generalized methods as the historical-sociological form of research for studying a period of twenty-five years in educational development. To avoid the pitfalls in historical-sociological research, this researcher introduced a new method. It is a method developed by analogy with the editing of a documentary film. The instrument is the so-called editing-matrix (chapter 1).

Preceding the description of Groningen, it was necessary to analyse the development of the policy and the research results of equal opportunities in the Netherlands and other nations in the last three decades (chapter 2). That creates the possibility to position Groningen on the four main views on equal opportunities: the view of the instrumental-deficit, the reproduction view, the culture view, and the structure view. This chapter starts the analysis with the pioneer in research on educational opportunities in the Netherlands: Frederik van Heek. His 'Talent Project' was famous in The Netherlands. The vision of Van Heek and his research results are still influential in educational policy, educational practice, and in research in education. It is a remarkable fact. In general the results of the policy on equal opportunities in The Netherlands and other nations are disappointing. This book gives more attention to the culture view of Bourdieu, the French sociologist, because most of the policy-making and practice was influenced by the view of instrumental-deficit. In the light of

the bad results of application of this view, perhaps the later Bourdieu could give a new perspective on the policy of equal opportunities. Summarizing the theories, this book presents a matrix of the views of equal opportunities related to their main characteristics. In that matrix this book visualizes the working of ideology as a main factor in choosing one or more views.

In line with the central reasoning, it was important, preceding the description of Groningen, to give a short description of: 1. the concept 'ideology', 2. the main ideologies in The Netherlands, 3. the process and ideas behind the thought that we have reached the end of ideologies after the Fall of the Berlin Wall in 1989 and 4. some examples of the working of political-ideological ideas in equal opportunities in education (chapter 3). For the description of the concept 'ideology' this book uses the typology of Raymond Boudon, a French sociologist, also occupied with education. In the end, this book chooses the definition of the Dutch sociologist, Johan Goudsblom following C. Geertz: "Efforts to give meaning to otherwise incomprehensible situations in such a way that it become possible to act goal-directed". Following Bourdieu this book is occupied with ideologies where rationality dominates. This chapter concludes that ideology played a recognizable role in policy-making especially in education. The supposition is that ideology also identifies the process of policy-making in Groningen.

The next five chapters describe, in accordance with the goals of the study, the experiences and the results of the educational policy for equal opportunities in Groningen. This book divides the whole span of time from 1975-2000 into three periods. These periods run parallel with the length of service of the aldermen of education. In every chapter, this book gives a short impression of the social-economic and political circumstances in The Netherlands and in Groningen. Then, it deals with the political-governmental processes and the policy in general for equal opportunities in education. It provides an idea of the role of ideology and of the roles and behaviours of the main participants in the political-governmental processes. The alderman of education provided the leadership. After this, the book concentrates the description on the main subjects in equal opportunities in Groningen: in primary education - the 'A2 project', 'OVG-project' and the 'Groninger Vensterscholen' - , the middle school, the first three years in secondary education, and the cultural minorities. This book develops some 'picture-in-picture' stories about projects supporting the main subjects. In all the periods the book analyses the influence of national educational policy on Groningen.

The first period from 1972-1981 was that of alderman Jacques Wallage (Labour Party, PvdA) (chapter 4 and 5). He became a member of the Dutch parliament. From 1989-1993, he served as State Secretary of Education and a short time later, State Secretary of Social Affairs in the Dutch government. He was also leader of the fraction of the Labour Party (PvdA) in the parliament, the 'Tweede Kamer'. At this moment he is Mayor of Groningen. He was the founder of the policy of equal opportunities in education in Groningen. A lot of what he started has been finished in a rather optimal form in the Nineties. The A2 project, a project for stimulating the old districts, and the Middle School Project were the core of his policy for equal opportunities. In 1979 started a complete new Leon van Gelder Middle School. It was the time that Groningen became well-known for its educational policy. Also the main ideological goals

in Groningen, 'emancipation' and 'decentralization' were part of the policy. The main document for his policy was the 'View on Education' ("View on Education"). From the beginning of his policy on equal opportunities. It was about innovations and projects.

Chapter 6 "*Recessie en Continuïteit*" describes the decade of the Eighties, the decade of the Nineties. Tonny van de Vondervoort, both member of the Labour Party and the dominant party in Groningen. After his resignation from the Dutch government on many educational innovations, manager of many educational innovations, basic curriculum in secondary education, aldermanship, was appointed State Secretary of Education in the Dutch government. In 2004 she is Mayor of Groningen. Wallage had to be implemented in the decade of the Eighties while educational policy was under a new policy. This chapter shows the difficulties in their dependence on the national legislation. National legislation to provide secondary education came to a standstill. The situation was very bad; 28% of the inhabitants were unemployed. It was maintained under rising neoliberalism. The initiative of marketization of education was given. The initiative to formulate a renewed vision on education in the Eighties. "*Leren voor het Leven*" made a new principle was a culture-political answer to the situation.

The elections in 1990 came just when the Labour Party lost significantly but the liberal party D66 was very popular at the municipal level. The leader of that party, Henk Wallage, was alderman of education. He remained for ten years until 2000. He was Chairman of the Executive Board of the PvdA. He had the Governmental Renewal portfolio. He was responsible for communication with the schools and the administration in public schools. His term was divided into two periods: 1. the period of implementation of the "Learn for Life" (chapter 7) and 2. the period of implementation of the "Integral Youth Policy" (chapter 8). Just after the elections there was much activity in policy and in the implementation. Pijlman maintained the line of "Leren voor het Leven" with a more pragmatic attitude, he gave more space to their own school concepts. And in line with the former social-democratic aldermen, he acted. In the first two years of the comprehensive school project, he organized it in the public secondary schools. The related Integral Youth Policy were implemented. Logically from this initiative, he developed a new optimal result of the culture-vision on equal opportunities.

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in accordance with the goals of the study, the national policy for equal opportunities in the span of time from 1975-2000 into three periods of length of service of the aldermen of Groningen gives a short impression of the social-political situation in The Netherlands and in Groningen. The chapter describes the political and social processes and the policy in Groningen. It provides an idea of the role of the main participants in the political-ideological process of education provided the leadership. The chapter describes the main subjects in equal opportunities - the 'A2 project', 'OVG-1' - , the middle school, the first three years of secondary education, the cultural minorities. This book develops the main subjects supporting the main subjects. In the end of national educational policy on

that of alderman Jacques Wallage. He became a member of the Dutch State Secretary of Education and a member of the Labour Party (PvdA) in the parliament, the Mayor of Groningen. He was the first Mayor of Groningen. A lot of work was done in education in Groningen. The optimal form in the Nineties. The old districts, and the Middle School for equal opportunities. In 1979 started a new school. It was the time that Groningen started a new policy. Also the main ideological goals

in Groningen, 'emancipation' and 'democratization' were established under his policy. The main document for his whole policy was "*Zicht op Onderwijs*" ("View on Education"). From the beginning Wallage chose the culture view in his policy on equal opportunities. It was a flourishing period of educational innovations and projects.

Chapter 6 "*Recessie en Continuïteit*" ("Recession and Continuation") reflects the decade of the Eighties, the decade of two aldermen, Rein Zunderdorp and Tonny van de Vondervoort, both members of the Labour Party (PvdA) the dominant party in Groningen. After his aldermanship, Rein Zunderdorp advised the Dutch government on many educational problems and served as process manager of many educational innovations, including the introduction of the basic curriculum in secondary education. Tonny van de Vondervoort, after her aldermanship, was appointed State Secretary of Inner Affairs in the Dutch government. In 2004 she is Mayor of Drechterland. All the plans of alderman Wallage had to be implemented in the decade when they served as aldermen while educational policy was under difficult economic circumstances. This chapter shows the difficulties in their realization and gives an insight into their dependence on the national legislation. Retrenchments had a great impact on education. National legislation to provide for equal opportunities and for the secondary education came to a standstill. The economic situation in Groningen was very bad; 28% of the inhabitants were unemployed. The ideological course was maintained under rising neoliberalism and neoconservatism. The influence of marketization of education was growing. Van de Vondervoort took the initiative to formulate a renewed vision as an answer on the impact of the Eighties. "*Leren voor het Leven*" made a note of this renewed policy. Its basic principle was a culture-political answer to the neoliberal influence in education.

The elections in 1990 came just when Van de Vondervoort had finished the note "*Leren voor het Leven*" for discussion with all the participants in education. The Labour Party lost significantly but remained the biggest party. The social-liberal party D66 was very popular at that moment and gained 4 seats in the council. The leader of that party, Henk Pijlman, was appointed alderman of education. He remained for ten years until 2000. In 2004 he is President and Chairman of the Executive Board of the Hanze University of Groningen. He also had the Governmental Renewal portfolio which had a strong influence on communication with the schools and the discussion about the form of administration in public schools. His term of service as alderman was divided into two periods: 1. the period of implementing "*Leren voor het Leven*" ("To learn for Life") (chapter 7) and 2. the period of the "*Groninger Vensterscholen and Integral Youth Policy*" (chapter 8). Just as during the term of Wallage, there was much activity in policy and in the schools. It was a flourishing period. Pijlman maintained the line of "*Leren voor het Leven*" but as a social-liberal with a more pragmatic attitude, he gave more freedom to schools to develop their own school concepts. And in line with that freedom, in contrast with the former social-democratic aldermen, he accepted that heterogeneous grouping in the first two years of the comprehensive schools was no longer the only way to organize it in the public secondary schools. The Groninger Vensterschool and the related Integral Youth Policy were the crown on his work. Following logically from this initiative, he developed a new school concept. It was the optimal result of the culture-vision on equal opportunities. But it was more than

that. It was also the foundation of an Integral Youth Policy. This concept was accepted in The Netherlands with open arms and the Dutch government made it part of national educational policy under the title "broad schools". As during the period of Wallage, the Groninger educational policy attracted attention in the media, from municipalities, from the educational practice, enzovoort. This chapter also describes a rather disastrous development in The Netherlands, and consequently, also in Groningen, in the first three years of the basic curriculum. Lower vocational education especially came into circumstances of greater stress. Nevertheless, the flourishing Leon van Gelder Middleschool persisted in Groningen, merged with a comprehensive school.

In chapter 9 the book analyses, draws conclusions and proposes some subjects for discussion. First the book sorts out the pitfalls in historical-sociological research also on behalf of the experiences in this study (9.2). A main conclusion is that every 'construct', text, picture, representation and the story had *to refer to the reality*. In this study the reality is reducible to the (primary) sources in the archives. The book argues that the whole process of constructing the story is comparable to the editing of a documentary film. A new instrument is presented for historical-sociological research: the editing-matrix. The editing-matrix is used in the reconstruction process that created the whole story and this book, i.e., many pictures in a logical order form the moving pictures that are the reality and the real truth for the researcher. It is an instrument for the researcher to avoid pitfalls.

After a concluding explanation of the working of the editing-matrix, the book offers summarizing conclusions about twenty-five years of policy for equal opportunities in education in Groningen (9.3). The book identifies a number of themes in the policy and the projects implemented through it from the Seventies till 2000. The main conclusion is that in Groningen it is clear that ideology in the sense of the definition in the book played an important role in policy-making for equal opportunities in education. It is an explanation of maintaining the course of the policy. Besides the book concludes that the central reasoning is correct. The basic ideas for Groningen were *emancipation* and *democratization*. A second theme was the cultural-political ideal of the 'promotion de tous'. Other themes are:

- the motif of stimulating a district (A2 project) to the Vensterscholen;
- the culture view in the policy of equal opportunities;
- the school's own school concept in the mosaic model (A2 project) and in the Vensterschool;
- the interwoven breadth and depth strategy;
- the topic: not to formulate too fast concrete measurable goals;
- the topic of evaluation;
- integral educational administration.

Then the book takes stock of the research and policy of equal opportunities in the last decades of the twentieth century (9.4). The discussion focusses on the four views of equal opportunities. The conclusion also is that in the Netherlands ideology in the sense of the definition in the book played an important role in policy-making and in setting the course of the policy of equal opportunities in education. Firstly, in this chapter, the book observes the growing movement based on research that suggests that social background is not an influential factor. In

general, the results in The Netherlands are partly successful. In the beginning primary schools were three standard score endtest. In 2003 Groninger pupils' scores of cultural minorities lie in depressed districts. This worries the municipalities in the Netherlands, the structure in de first Groningen shows great fragmentation, problems in the lowest level of the Preparatory Secondary and Vocational researcher offers a suggestion to resolve as fairness" of John Rawls. In conclusion for: municipal educational policy-making local measures in suppressing education of public schools, initiating the the Mayor and the aldermen as integral to

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general, the results in The Netherlands are disappointing. In Groningen the results are partly successful. In the beginning of the Nineties the pupils in the Groninger primary schools were three standard scores below the national mean on the Cito-endtest. In 2003 Groninger pupils' scores are equal to the national mean. The pupils' scores of cultural minorities lie above those of the autochthonal pupils in depressed districts. This worries the municipality of Groningen. Like in the rest of the Netherlands, the structure in the first three years of secondary education in Groningen shows great fragmentation; it is a hybrid system. This creates many problems in the lowest level of the Dutch hierarchical school system: the Preparatory Secondary and Vocational Education (vmbo). In the epilogue, the researcher offers a suggestion to resolve this problem. He uses the theory of "justice as fairness" of John Rawls. In conclusion, the book offers some useful experiences for: municipal educational policy-making, the role of the alderman, national and local measures in suppressing educational deprivation, the educational administration of public schools, initiating the 'Groninger Vensterschool and the role for the Mayor and the aldermen as integral to educational administration.